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ABSTRACT

This report discusses the background, needs, and major issues in preparing bilingual vocational instructors. Following a brief discussion of the significance of bilingual vocational instructor training, the second section uses statistics in describing potential recipients of bilingual vocational education and discusses the growth of bilingual education activities to serve them. In separate sections legislative developments that have influenced bilingual education are analyzed and bilingual vocational programs currently in progress for which instructors are needed are overviewed. The major section of the report focuses on the training of these instructors through (1) a conceptualization of the role itself (including bilingual, vocational, and instructional aspects), (2) an overview of eight significant training efforts nationwide, and (3) a discussion of issues involved in designing training, programs, such as basic approaches of training programs, competencies needed by the instructors, certification, career objectives, and language skill. (YLB)

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Information Series No. 201

BILINGUAL VOCATIONAL INSTRUCTOR TRAINING

written by

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A Project of Fitchburg State College

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1980

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FOREWORD

A major national priority in vocational education since the passage of the Education Amendments of 1976 (P.L. 94-482) has been to improve access to vocational programs for handicapped, disadvantaged, minority, and women students, and those with limited English-speaking ability. Emphasis on bilingual vocational education programs for those with limited English-speaking ability has been particularly evident at both the national and the state level since the passage of the 1976 amendments.

This focus on bilingual education is justified in terms of the numbers of individuals in the population with limited or no English-speaking ability. U.S. Bureau of the Census figures indicate that there are 22 million persons in the country whose native language is other than English. Statistics show that such individuals tend to be educationally and economically disadvantaged.

Recognition of such facts has led to a considerable increase in funding for bilingual education. State funds for bilingual education have doubled since 1968, and funding at the national level has grown from $97.7 million in 1976 to $158.6 million for 1979.

With this increase in funding has come the recognition that competent bilingual instructors are needed in the classroom. In vocational education instructors must have skill in a second language as well as in a vocational specialty. Still, a number of programs across the country involve training of bilingual vocational instructors. This paper presents a comprehensive analysis of the background, issues, funding, competencies, and programs involved in bilingual vocational instructor training.

"Bilingual Vocational Instructor Training" is one of six interpretive papers produced during the second year of the National Center's knowledge transformation program. The review and synthesis in each topic area is intended to communicate knowledge and suggest applications. Papers in the series should be of interest to all vocational educators, including teachers, administrators, federal agency personnel, researchers, and the National Center staff.

The profession is indebted to Mr. Alan Hurwitz for his scholarship in preparing this paper. Recognition is also due Dr. Allene G. Grognet, Center for Applied Linguistics; Dr. Rudolf C. Troike, National Clearinghouse for Bilingual Education; and Mr. Jose M. Perez-Gomez, the National Center for Research in Vocational Education, for their critical review of the manuscript.

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THE SIGNIFICANCE OF BILINGUAL VOCATIONAL INSTRUCTOR TRAINING

Greater access to vocational training is a major national priority. Vocational programs have not always been readily accessible to the handicapped, the disadvantaged, minorities, women, and those with limited English-speaking ability. Recent legislation has begun to change this situation by removing some of the barriers to access. The provision of bilingual vocational education and the preparation of bilingual vocational instructors are part of the effort to guarantee equality of access to vocational training.

According to the Education Amendments of 1976, P.L. 94-482, a significant problem in this country involves

> millions of citizens, both children and adults, whose efforts to profit from vocational training are severely restricted by their limited English-speaking ability because they come from environments where the dominant language is other than English; [the fact] that such persons are therefore unable to help to fill the critical need for more and better trained personnel in vital occupational categories; and that such persons are unable to make their maximum contribution to the Nation's economy and must, in fact, suffer the hardships of unemployment or underemployment. (P.L. 94-482, Title II, Part B, Subpart 3, Section 181)

The Comprehensive Employment and Training Act of 1973 (CETA) was the first piece of legislation to identify persons with limited English-speaking ability as a target group. CETA legislation provides funds for developing special services for those individuals. The Education Amendments of 1976, Title II, Vocational Education, provide funds and a structure within which states and individual programs can better serve those with limited English-speaking ability. The legislation encourages increased attention to these target groups on the part of institutions receiving federal funds.

A variety of approaches have focused on assisting those with limited English-speaking ability. Some involve an emphasis on teaching English. Yet, for adults with limited English-speaking ability, there is often insufficient time for achievement of mastery of a new language before the pressure to earn a living becomes the major priority. At the high school level, an all-English program often cannot provide the support necessary to keep the linguistically and culturally alienated student in school long enough to learn a skill. Within the last ten years,

successful bilingual education programs for younger students have demonstrated the value of providing some educational activities in the native language while English is being learned. Aides have been used as interpreters in vocational programs, and this approach has helped in many situations. Aides are not teachers, however, and they cannot entirely substitute for trained vocational instructors. Also, trained vocational teachers provide professional role models for students from different cultural groups. Equal access requires opportunities at the professional level for persons of all groups.

Increasingly, administrators of vocational programs are seeing the value of conducting bilingual programs through the use of bilingual vocational instructors. Unfortunately, conventional approaches to teacher training have not produced such individuals in sufficient numbers to meet the need. The Education Amendments of 1976 stated:

> Congress further finds that there is a critical shortage of instructors possessing both the job knowledge and skills and the dual language capabilities required for adequate vocational instruction of such language-handicapped persons. (P.L. 94-482, Title II, Part B, Subpart 3, Section 181)

State and federal efforts across the country have begun to address the problem. In 1976, the Massachusetts Division of Occupational Education provided funds to Fitchburg State College to develop a program to recruit and train a group of Spanish-speaking vocational practitioners as bilingual vocational instructors. In 1977, the U.S. Office of Education Bureau of Occupational and Adult Education funded three different approaches to the preparation of bilingual vocational instructors in California, Texas, and New York. In 1978, a bilingual program in Spanish for English-speaking vocational instructors was conducted in Illinois. State programs have been initiated in Georgia and Connecticut, and a new federal program has begun in Colorado. Progress is being made.

Many persons with limited or no English-speaking ability are still to be served by vocational education. These individuals include groups of native-born American Indians, Eskimos, and residents of American possessions in the Pacific for whom the English-speaking culture has been a foreign one. Others include those who have made a personal decision to come to the United States for political, economic, or other reasons, but who nevertheless have roots in another quite different culture. In the past eleven years, bilingual education services to these individuals have expanded considerably. The growth and success of bilingual education generally is contributing ideas, experienced educators, and increased knowledge to bilingual

vocational education. Bilingual vocational education is developing as the outgrowth of the bilingual education and vocational education movements. Bilingual vocational programs are beginning through the federal government, the states, and local school districts. At the adult and secondary school levels, great strides are being made.

This report discusses the background, needs and major issues involved in preparing bilingual vocational instructors. It includes a description of the potential recipients of bilingual vocational education and the growth of bilingual education activities to serve them. It summarizes legal developments in bilingual education and reviews current bilingual vocational activities for which instructors are needed. It focuses on the training of these instructors through a conceptualization of the role itself, an overview of significant training efforts, and a discussion of some of the issues involved in designing training programs.

DEVELOPMENTS IN BILINGUAL VOCATIONAL EDUCATION

Most bilingual vocational education programs are administered under the auspices of vocational education, but bilingual education and educators have had a significant impact on the development of these programs. Bilingual vocational education can be seen as the product of vocational education's progress toward serving a larger cross section of the population and its interest in providing suitable alternatives for the vocationally inclined, linguistically and culturally different student.

This section includes statistics on potential bilingual vocational education students, a summary of the progress being made in bilingual education, an analysis of legislative developments which have influenced bilingual education, and an overview of bilingual vocational programs currently in progress.

The Need for Bilingual Education

The U.S. Bureau of the Census has identified 22,088,308 individuals in the United States whose native language is other than English (see table 1). These groups exist due to a number of historical developments. Native Americans exist throughout the country, in many cases still speaking their own tribal languages. Alaska has a significant Eskimo population, and Hawaii and American possessions in the Pacific also have people who speak their own native languages. There are two American born native Spanish-speaking populations. One group includes

TABLE 1. *Estimated numbers of persons with non-English-language backgrounds in the United States, by language and age group: Spring, 1976.*

Non-English-Language Background	Age 16 and Over	Age 16 to 24	Age 25 to 44	Age 45 to 64	Age 65 and Over
Arabic	143,076	28,460	59,978	38,232	16,406
Chinese	414,974	75,618	195,342	97,819	46,195
Filipino	362,206	53,244	195,853	63,627	49,482
French	1,602,893	210,306	495,101	580,755	316,731
German	2,767,839	195,400	524,060	855,114	876,535
Greek	437,863	70,117	161,623	143,247	62,876
Italian	2,605,187	234,476	555,960	1,149,403	665,348
Japanese	382,054	45,889	130,249	148,336	57,580
Korean	131,947	32,809	68,707	26,911	3,520
Navajo	91,907	36,002	30,600	16,683	8,622
Polish	1,421,044	78,086	211,393	743,272	388,293
Portuguese	410,578	72,026	105,015	162,420	71,117
Russian	213,006	8,563	32,967	92,863	78,613
Scandinavian	639,964	29,863	91,204	196,314	322,583
Spanish	6,790,810	1,800,598	2,984,867	1,503,442	501,903
Vietnamese	87,944	34,564	45,420	7,422	538
Yiddish	773,090	65,572	91,992	272,878	342,648
Other	2,811,926	313,268	778,706	1,027,507	692,445

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* U.S. Bureau of the Census; Survey of Income and Education, Spring 1976. Arlington, VA: U.S. Office of Education, 1978, p. 12.

many Mexican American families of the Southwest, the other includes a large Puerto Rican population. In addition to these native groups, many others have chosen to live in this country. These include immigrants and political refugees such as Cubans, and more recently, Russian and Asian arrivals. Immigration remains a significant fact of American life. Table 2 indicates the quantity and make-up of recent immigration to the United States.

The recent arrival of refugees, particularly from Southeast Asia, has also created a significant impact (see table 3).

TABLE 2.

Non-English-Language Background	Number of Immigrants 1970-1976
Arabic	73,556
Chinese	149,665
Filipino	221,738
French	86,866
German	51,768
Greek	83,400
Italian	126,504
Japanese	32,552
Korean	152,610
Navajo	
Polish	27,945
Portuguese	88,495
Russian	18,279
Scandinavian	7,349
Spanish	908,351
Vietnamese	20,748
Yiddish	14,840

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* U.S. Department of Immigration and Naturalization; 1976 Immigration Service Annual Report. Arlington, VA: U.S. Office of Education, 1978, p. 17.

TABLE 3.

Country	Number of Persons
Cambodia	6,099
Cuba	75,206
Germany	18,464
Vietnam	131,603
U.S.S.R.	10,599

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* The U.S. Department of Immigration and Naturalization Service; and Statistical Abstract of the United States, 1977. Arlington,VA: U.S. Office of Education, 1978, p. 18.

NOTE: For Vietnam and Cambodia, the numbers of refugees are for the period 1975 through May, 1978. For other countries, the figures are for the period 1974-1976.

Native Spanish speakers are the most numerous among those whose native language is other than English. According to U.S. Bureau of the Census figures for March 1975, native Spanish-speaking groups include: 6.69 million of Mexican origin; 1.67 million of Puerto Rican origin; .743 million of Cuban origin; .641 million of Central/South American origin; and 1.418 million of other Spanish origin (Kean College, 1976, p. 4).

Census figures also point out the significance of rapid population growth among native Spanish speakers. They represent a higher percentage of the school age population than their percentage in the general population. This is occurring at a time when the general school age population is declining along with public support for many areas of education. This situation places heavy demands on the educational system to respond to these groups in the most effective manner possible.

Evidence suggests that persons whose native language is other than English have not experienced a high level of economic or occupational success. Unemployment rates are high for those whose native language is not English (see table 4).

TABLE 4. *Unemployment and labor force participation within language groups, age 16 and over: Spring, 1976.*

Non-English-Language Background	Unemployment Rate	Labor Force Participation Rate
Arabic	4.7	60.5
Chinese	7.6	62.3
Filipino	4.5	72.2
French	8.4	59.2
German	4.6	45.2
Greek	9.7	61.0
Italian	7.7	55.2
Japanese	4.4	67.2
Korean	16.9	70.9
Navajo	21.3	51.7
Polish	6.4	49.8
Portuguese	8.8	62.9
Russian	3.0	50.2
Scandinavian	3.7	39.2
Spanish	10.8	63.1
Vietnamese	12.8	56.1
Yiddish	11.5	43.7
Other	6.7	55.1

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* U.S. Bureau of the Census; Survey of Income and Education, Spring 1976. Arlington, VA: U.S. Office of Education, 1978, p. 13.

Furthermore, in 1973 the median income for Spanish-surnamed heads of household was $8,720 as opposed to $12,050 for the general population (U.S. Bureau of the Census, 1975). Though smaller in numbers, other groups, such as Navajos, Koreans, and Vietnamese, have higher percentages of those below the poverty level (see table 5).

TABLE 5. *Numbers and percentages of persons below poverty level with non-English-language backgrounds in the United States, age 16 to 64: Spring, 1976.*

Non-English-Language Background	Total Number of Persons, Age 16 to 64	Number of Persons Below Poverty Level, Age 16 to 64	Percentage of Persons Below Poverty Level, Age 16 to 64
Arabic	126,670	25,857	20.4
Chinese	368,779	52,312	14.2
Filipino	312,724	14,099	4.5
French	1,286,162	104,260	8.1
German	1,574,574	73,056	4.6
Greek	374,987	33,584	8.9
Italian	1,939,839	100,486	5.2
Japanese	324,474	14,220	4.4
Korean	128,427	34,328	26.7
Navajo	83,285	35,036	42.1
Polish	1,032,751	51,934	5.0
Portuguese	339,461	26,370	7.8
Russian	134,393	6,149	4.6
Scandinavian	317,381	23,414	7.4
Spanish	6,288,907	1,232,316	19.6
Vietnamese	87,406	58,082	66.4
Yiddish	430,442	24,929	5.8
Other	2,119,481	193,905	9.1

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* U.S. Bureau of the Census; Survey of Income and Education, Spring 1976. Arlington, VA: U.S. Office of Education, 1978, p. 14.

Students from these groups appear to have a difficult time completing higher levels of education and maintaining their appropriate level when they do stay in school. Table 6 shows the level of educational achievement for those whose native language is other than English.

TABLE 6. *Numbers of persons by years of school completed in different non-English-language backgrounds in the United States, age 16 and over: Spring, 1976.*

Non-English-Language Background	Total Numbers of Persons, Age 16 and Over	Persons Who Have Completed 8 Years or Less of School, Age 16 and Over	Persons Who Have Completed 9 to 11 Years of School, Age 16 and Over	Persons Who Have Completed 12 Years of School, Age 16 and Over	Persons Who Have Completed 13 Years or Over of School, Age 16 and Over
Arabic	143,076	34,134 (23.8)	14,609 (10.2)	45,298 (31.7)	49,033 (34.3)
Chinese	414,974	85,458 (20.6)	47,901 (11.5)	91,533 (22.0)	190,081 (45.8)
Filipino	362,206	69,862 (19.3)	40,681 (11.2)	74,460 (20.5)	177,202 (48.9)
French	1,602,893	496,859 (31.0)	292,921 (18.3)	451,351 (28.1)	361,760 (22.6)
German	2,767,839	812,420 (29.3)	324,269 (11.7)	721,396 (26.1)	593,024 (21.4)
Greek	437,863	147,650 (33.7)	54,280 (12.4)	121,644 (27.8)	114,289 (26.1)
Italian	2,605,187	987,829 (37.9)	505,240 (19.4)	751,151 (28.8)	360,967 (13.8)
Japanese	382,054	64,348 (16.8)	43,571 (11.4)	147,016 (38.5)	127,118 (33.3)
Korean	131,947	17,986 (13.6)	13,601 (10.3)	50,938 (38.6)	49,422 (37.4)
Navajo	91,907	40,854 (44.4)	17,435 (19.0)	22,405 (24.4)	11,210 (12.2)
Polish	1,421,044	569,409 (40.1)	274,275 (19.3)	384,705 (27.1)	192,653 (13.5)
Portuguese	410,578	202,355 (49.3)	67,085 (16.3)	76,624 (18.7)	64,513 (15.7)
Russian	213,006	55,112 (25.9)	32,454 (15.2)	66,505 (31.2)	58,935 (27.7)
Scandinavian	639,964	249,359 (39.0)	76,113 (11.9)	159,298 (24.9)	155,194 (24.2)
Spanish	6,790,810	2,385,241 (35.1)	1,484,697 (21.9)	1,646,557 (24.2)	1,274,314 (18.8)
Vietnamese	87,944	8,241 (9.4)	19,703 (22.4)	26,021 (29.6)	33,978 (38.6)
Yiddish	773,090	204,707 (26.5)	123,938 (16.0)	232,567 (30.1)	211,877 (27.4)
Other	2,811,926	841,812 (29.9)	434,596 (15.4)	744,539 (26.5)	790,979 (28.1)

Source: Development Associates, Inc. *A Guide to Decision Making for Bilingual Vocational Materials Development.* Arlington, VA: U.S. Office of Education, 1978, p. 15.

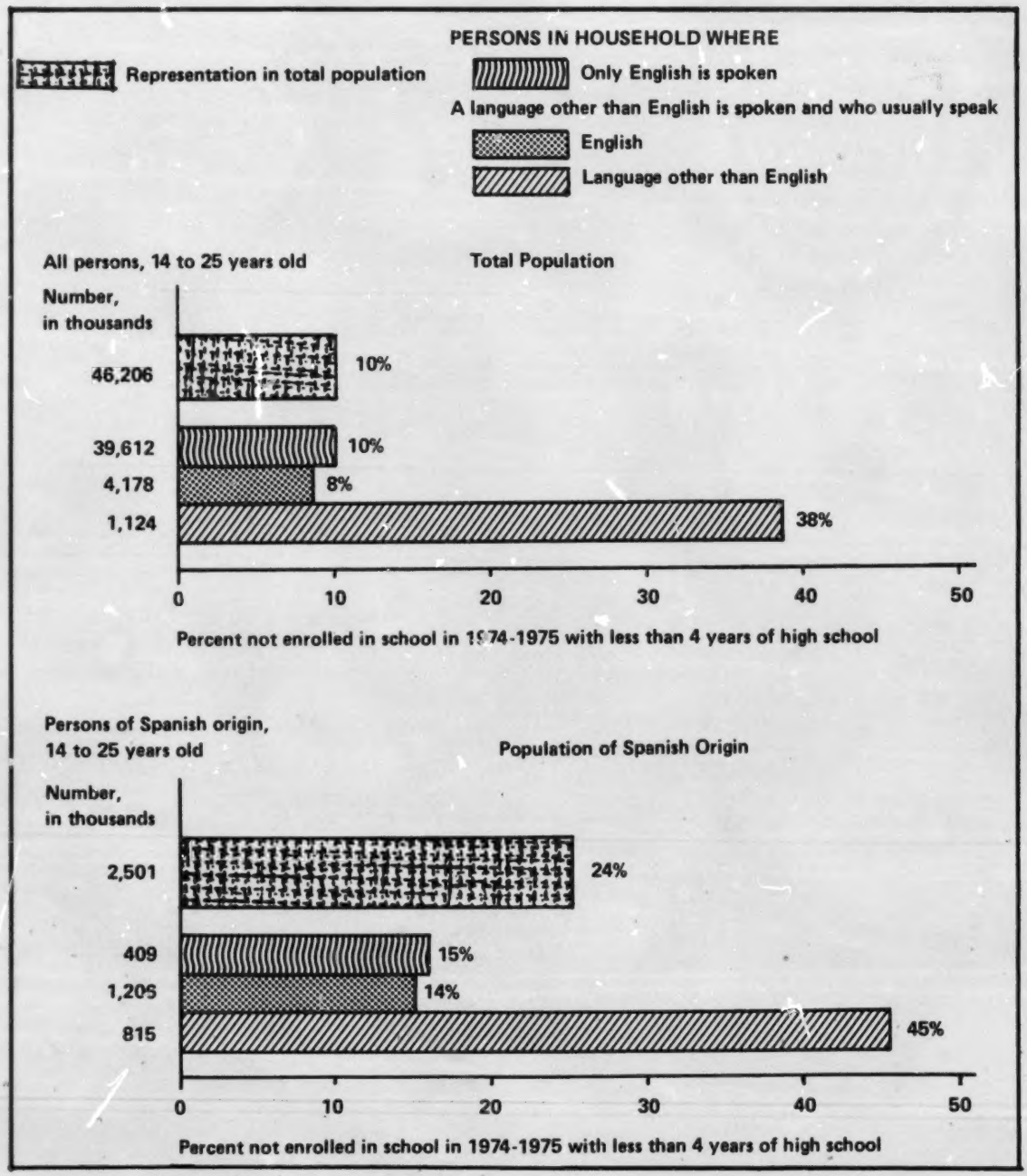
NOTE: The figures in the parentheses are percentages of total numbers of persons, 16 and over.

High school completion rates (see figure 1) are lower for those whose native language is not English (Rios, 1976, p. 9).

A major goal of bilingual education and bilingual vocational education has been to improve educational and employment opportunities for members of these groups. Programs in bilingual education and bilingual vocational education have emphasized meeting the needs of students of limited English-speaking ability (LESA) or limited English proficiency (LEP) by providing some educational activities in the native language with training in English.

Some bilingual educators prefer to teach in the native language in addition to providing remedial services to English-deficient students. They see value in the positive attention paid to the culturally and linguistically diverse elements in American society. This is an issue of some controversy in American education, but it has been an important aspect of the bilingual education movement.

FIGURE 1



Source: E.T. Rios. *Development of Career Awareness Materials for Spanish-Speaking Migrant Children, Grades K-6.* A Technical Report. San Jose, California: Educational Factors, Inc., 1976, p. 9.

A task force of bilingual teacher training directors at universities around the country has put forth a set of assumptions about bilingual education which is somewhat representative of the field (Acosta and Blanco, 1978, p. 1). Those assumptions support the linguistic and cultural diversity of the United States as a natural resource which "should be strengthened." They relate the purpose of bilingual education to the academic success of the linguistically different student and to "cultural enrichment for all students." Finally, they focus on the importance of teachers' ability to relate to and support the linguistic and cultural backgrounds of students and advocate bilingual and field-based activities in the preparation of teachers.

Others, such as Fishman (1976, 1978), also emphasize a value in bilingual programs deriving from native English speakers' exposure to other languages and cultures. They see bilingual education as an opportunity for cultural and linguistic exchange.

The Growth of Bilingual Education

Bilingual education has been a legal reality on a national level since 1968, when the first national bilingual education legislation was passed, Title VII of the Elementary and Secondary Education Act (P.L. 90-247). This legislation provided $7.5 million for a limited number of programs in bilingual education. In 1971, Massachusetts was the first state to pass a law mandating that school districts begin programs in bilingual, bicultural education. A minimum of twenty students whose functional language was other than English required the establishment of a bilingual program. Programs would involve the establishment of classes in the students' native language and activities which recognized their own cultural heritage. The numbers of instructional personnel who could function in those other languages also increased. Across the country, other developments followed.

Bilingual education programs have developed considerably in the past eleven years through both federal and state efforts. A recent report on state bilingual programs points out that in 1968, twenty states actually prohibited bilingual education. By December 1976, local education agencies (LEAs) in fifty states could legally implement programs, and LEAs in ten states were mandated to do so under certain conditions. In 1975-1976, sixteen states provided funds for the support of bilingual education activities, involving double the funds provided by states for such programs in 1968 (Development Associates, 1977).

Data from a Development Associates survey (1977) of student enrollments in bilingual programs in the 1975-1976 school year show that more than 532,000 students were being served in a variety of programs at that time. Enrollments have been

increasing through both state efforts and an increase in federal support for bilingual education. Other figures from Development Associates indicated that state funds had doubled since 1968 and that through the federal government the funding level for bilingual programs in 1976 had grown to $97.7 million for 325 classroom projects in a range of languages. The funding level is $158,600,000 for fiscal 1979, and a House/Senate conference has recommended an increase to $166,962,500 for fiscal 1980 (Education Daily, August 1, 1979).

In spite of these developments, a shortage of instructional staff for bilingual education still exists in many places. Data from a Kean College of New Jersey study (1976, p. 7) indicate the low percentages of Spanish-origin classroom teachers in relation to the percentages of Spanish-origin students in selected states. The data show, for example, that in New Mexico, the state with the highest percentage of bilingual students (39.7 percent), Spanish-origin teachers are 18 percent of the total.

Other data from Development Associates (1977, p. 38) show bilingual teacher shortages as reported by the state departments of education in a number of states (see table 7).

TABLE 7. *Bilingual education instructional staff (states providing information only).*

State[1]	Estimated		
	Number of Teachers Required	Number of Teachers Available	Teacher Shortage
Alaska	73	2	71
Colorado[2]	800	179	621
Connecticut	800	300	500
Illinois[2]	1,920	920	1,000
Louisiana[2]	(Data not available)	200	(Data not available)
Pennsylvania	(Data not available)	184	(Data not available)
Texas[2]	(Data not available)	1,933	(Data not available)
Guam[2]	218	18	200
Puerto Rico[2]	1,184	84	1,100
Trust Territory of the Pacific Islands	800	40	760

Source: Development Associates, Inc. *A Study of State Programs in Bilingual Education.* Washington, D.C.: U.S. Office of Education, 1977, p. 38.

[1] Only states that provided data on the number of bilingual education teachers available are listed in this table.

[2] These states and extra-state jurisdictions define specific and additional requirements to be met by qualified teachers before they can be certified as Bilingual Education Teachers.

Bilingual education programs have expanded to the point where they are functioning in elementary and secondary schools and institutions of higher education. There is still room for growth, however, particularly in vocational education. Bilingual education activities and the mandates which authorize them are being examined in relation to vocational education. The next section includes an examination of some of the legal issues involved in the provision of bilingual vocational instruction and bilingual education in general.

A BRIEF HISTORY OF LEGISLATIVE AND JUDICIAL DEVELOPMENTS

The Smith Hughes Act of 1917, the first legislation in vocational education, made government a participant in the provision of vocational education services. Since then the widening of access to vocational education has been a natural consequence. The Comprehensive Employment and Training Act of 1973 specifically identified limited-English-speaking individuals as a priority target group for occupational training. Part B of the Education Amendments of 1974 (P.L. 93-380) also identified limited-English-speaking persons as a priority group for whom the states were authorized to provide vocational training.

The Education Amendments of 1976 (P.L. 94-482) provided the most definitive statement of support for action in this area. This legislation consolidated state administrative authority and required the states to develop goals and programs for dealing with limited-English-speaking populations (as well as the handicapped and disadvantaged) and to submit five-year plans which addressed these special populations. Furthermore, the states were required to set aside 20 percent of their allotments for vocational education for these special purposes. They were required to spend a portion of that 20 percent to pay a minimum of half the cost of vocational education for limited-English-speaking students. That portion was to be the percent of the state's federal allotment equal to the ratio of limited English speakers to the general population between the ages of fifteen and twenty-four. With this new legislation, funds were to be distributed to local education agencies (LEAs) not only on the basis of per capita enrollments, but also on the basis of the concentration of potential students whose education requires a higher level of expenditure, such as disadvantaged, handicapped, and limited-English-speaking students. State plans were required which detailed the expected uses of these special funds, and the funds themselves were to be matched by the states. Special activities were authorized for areas of high concentrations of disadvantaged or limited-English-speaking students. These included programs in bilingual vocational training and personnel development of instructors and counselors for such programs.

The results of this important legislation have been discussed. Stevenson (1977) points out a number of educational and organizational implications of the amendments. He discusses possible changes in relationships among offices which are involved in the implementation of this legislation. He suggests the need for some changes in the funding procedures to make the law more effective but indicates that this legislation may have a significant long-term effect on improving access to vocational education.

Perhaps the most significant development on the federal level is not legislation, but a U.S. Supreme Court decision. In 1973, a class action suit was filed against the San Francisco School District on behalf of 1,800 students of Chinese ancestry who did not speak English. In 1974, the Supreme Court found the district in violation of section 601 of the Civil Rights Act of 1964. In this decision, Lau et al. v. Nichols et al. (Bilingual Vocational Education Project, 1979), the Court ruled:

> The failure of the . . . school system to provide English language instruction to approximately 1,800 students . . . or to provide them with other adequate instruction procedures, denies them a meaningful opportunity to participate in the public educational system. (p. 5)

The decision maintains that the provision of equal educational services in English does not satisfy the requirements of equal educational opportunity if students do not speak English well enough to take advantage of those services. Furthermore, in cases of students who did not speak English, special services would have to be provided. While English as a Second Language (ESL) was included as a possible alternative among those special services mandated, the Court did not presume to specify a remedy. The plan accepted by a lower court in San Francisco to satisfy the Lau decision and the "Lau Remedies" developed by the Office for Civil Rights as a basis for implementation of programs to address violations both emphasize activities which are in nature bilingual. This decision is seen as a milestone in the development of bilingual education programs nationally.

Other significant court decisions have influenced the development of programs for linguistic minority populations and bilingual education. In Meyer v. Nebraska in 1923, the Court declared that forbidding the teaching of languages other than English without some clear emergency warranting such a ban violated the Fourteenth Amendment. MoHock Ke Lok Po v. Stainback in 1944 reaffirmed the right of parents to have their children taught a foreign language in Hawaii. And in Serna v. Portales Municipal Schools in 1974, the Court reaffirmed the principle of Lau v. Nichols in declaring the obligation of the Portales schools to provide special services for Spanish-surnamed students of limited

English-speaking ability. The Court also assumed significant responsibility for formulating a plan for the provision of such services (Geffert, Harper, Samiento, and Schember, 1975, pp. 6-11).

The Civil Rights Act of 1964 is the foundation for challenges to limited educational opportunities for students from linguistic minority groups. Title VI of that act "prohibits exclusion from programs and denial of benefits to any person on the basis of race, color, or national origin." The interpretation of this law, on which the Lau decision was based, placed significant responsibility on the educational institutions in situations where differences in race, color, or national origin of students also involved a native language other than English. These legal developments have influenced bilingual education, vocational education, and issues of equal access in many areas. The Department of Health, Education, and Welfare established regulations to enforce the law with regard to federally financed projects. Regulations specify that recipients of federal funds may not

> (ii) Provide any service, financial aid, or other benefit to an individual which is different, or is in a different manner, from that provided to others under the program; . . .
>
> (iv) Restrict an individual in any way in the enjoyment of any advantage or privilege enjoyed by others receiving any service, financial aid, or other benefit under the program. (Geffert et al., 1975, p. 9)

In 1970, HEW issued clarifying guidelines which include the following:

> Where inability to speak and understand the English language excludes national origin-minority group children from effective participation in the education program offered by a school district, the district must take affirmative steps to rectify the language deficiency in order to open its instructional program to these students.
>
> Any ability grouping or tracking system employed by the school system to deal with the special language skill needs of national origin-minority group children must be designed to meet such language skill needs as soon as possible and must not operate as an educational dead end or permanent track. (Geffert et al., 1975, p. 9)

The Civil Rights Act of 1964, the Lau decision, the ensuing regulations, and the special vocational amendments concerning access all involve a large number of government educational programs and, therefore, have a direct influence on activities in vocational education. Some of these provisions directly affect the expenditure of federal monies allocated to vocational education. Others, by laying out a strong federal position, affect to some extent all government-related training activities. The result has been an increase in the provision of vocational education to linguistically different students and, particularly, to students with limited English proficiency.

A SUMMARY OF BILINGUAL VOCATIONAL EDUCATION PROGRAMS

A consensus has not yet been reached on the definition and use of the term bilingual vocational education. It has been used in reference to a variety of vocational education programs for those whose native language is other than English. The term is used most precisely in reference to vocational education programs where a portion of the vocational instruction occurs in a language other than English, and where English is also used or taught. Generally these programs include Vocational English as a Second Language (VESL). This English language instruction is considered a vital aspect of vocational programs for limited English speakers, whether or not the program is technically bilingual. For the purpose of this paper, bilingual vocational education will refer to those programs which offer at least a part of the vocational training in another language as well as English-language instruction.

Bilingual vocational education is offered in a variety of contexts, public and private, where vocational education or training must be provided for non-English speakers. Some of those contexts are public and private vocational schools, vocational programs in comprehensive high schools, community colleges, and CETA-sponsored manpower training programs. Each setting has particular needs and issues which are reflected in the program design. Consequently, the type of instruction varies greatly. The use of bilingual aides, materials, and instructors in both shop and related classes also varies among programs. Counseling and support services have also been part of these efforts. While many programs have opted for bilingual vocational instructors as the most effective long range approach, bilingual instructors have not existed in sufficient numbers to respond adequately to the need.

There are many kinds of bilingual vocational programs. Several are listed here according to funding source. Many sources of funding for bilingual vocational training are becoming sources of

funding for bilingual vocational instructor training as the need for specialized personnel becomes apparent. The following summary provides an overview of bilingual vocational training activities. Data are drawn from The Status of Bilingual Vocational Training, Fiscal Year 1976 (U.S. Department of Labor and the U.S. Office of Education, 1976).

State Funded Programs

Many state-level programs are supported through a combination of federal and state funds. States provide monies for activities in regional vocational schools, comprehensive high schools, community agencies, state and community colleges, and other institutions. These funds make available aides, vocational instructors, and instructors in English as a Second Language (ESL), counselors, special materials and equipment, and other services which make bilingual programs and similar efforts possible. Comprehensive data on these activities are difficult to obtain. In fiscal 1976, the states reported 729,439 Hispanic students representing 5 percent of the total enrollment in vocational education programs under their auspices (U.S. Department of Labor and U.S. Office of Education, 1976, p. 12).

States also fund support programs for students with limited English-speaking ability. One example is the Bilingual Vocational Education Project in Illinois. Workshops and conferences are other forms of support programs. New Jersey (1976) and Wisconsin (1977) sponsored workshops to assess the need for bilingual programming and to plan solutions. Both workshops involved individuals associated with bilingual vocational programs; both produced useful reports (Kean College, 1976; Peter and Nelson, 1977).

Federal Bilingual Vocational Training

Congress has appropriated $2.8 million for bilingual vocational training for each of the last three years. This money has been distributed through the U.S. Office of Education's Bureau of Occupational and Adult Education, Division of Research and Demonstration, Demonstration Branch. Funding has supported activities in bilingual vocational training (65 percent), bilingual vocational instructor training (25 percent), and the development of materials, methods, and techniques (10 percent).

It is expected that during fiscal year 1979, twelve bilingual vocational projects will have trained 700 participants. These programs include vocational instruction in both English and the native language of the trainees. They also include vocational

English as a second language which is related to the occupations for which participants are being prepared.

These programs are funded by categorical grants from the U.S. Office of Education. These are specific programs in bilingual vocational education and bilingual vocational instructor training. Originally, these programs were authorized by Part J of the Vocational Education Act of 1963 as amended by the Education Amendments of 1974. During the first three years of Part J, sixty-five projects were funded which provided training for approximately 6,000 unemployed or underemployed out-of-school persons with limited English-speaking ability. Funding is now (1978-1982) authorized under Subpart 3 of Part B of Title I of the Vocational Education Act as amended by the Education Amendments of 1976 (P.L. 94-482). The projects are sometimes still referred to informally as Part J programs.

Programs are operating across the country in a variety of languages and occupational areas. Program abstracts as compiled by the Bureau of Occupational and Adult Education give a broad picture of activities in this area. Three programs in Texas and programs in California, Florida, Illinois, New York, and Oklahoma train Spanish-speaking participants in a number of areas including graphics, medical/dental receptionist, medical secretary, accounting and business, clerical, plastics, foods service, auto mechanics, maintenance, and the construction trades. Programs in New York prepare Chinese speakers in accounting and culinary arts. One program in South Dakota provides instruction to Lakota speakers in construction and clerical areas. Another program in Boston prepares Chinese speakers in culinary arts. A dental assistant training program in California serves primarily Spanish speakers but also includes speakers of Russian, Korean, Japanese, Chinese, Vietnamese, and Arabic.

Other projects supported by these funds include a monograph on bilingual vocational education by Development Associates (in progress), a test of English language proficiency for adults with limited English-speaking ability by Resource Development Institute, Inc. (in progress), and a monograph on bilingual vocational instructor competencies by Kirschner Associates (in progress) (Brady, Peterson, and Burness, 1979). In addition, several bilingual vocational instructor training programs are now funded under the Bureau of Occupational and Adult Education (1978).

The Comprehensive Employment and Training Act (CETA)

As previously mentioned, CETA was the first federal employment and training legislation to identify persons with limited English-speaking ability as a special target group (U.S. Department of Labor, 1977, p. 2). This group remains a priority

population with many activities underway to serve their training needs, including bilingual vocational training programs. Persons who reported their limited knowledge of English as a major barrier to employment participated both in general CETA programs and in specially designed programs. Data indicate 47,000 persons with limited English-speaking ability participated in general CETA programs (Titles I, II, and VI) and 6,000 participated in the special activities funded under CETA Title III. These special activities represented forty-seven projects and $5 million in federal funding. According to the U.S. Department of Labor (1976), close to 4,600 Spanish-speaking youths with difficulties in speaking English enrolled in bilingual Job Corps centers during 1976.

Some CETA funded programs have been bilingual in nature, particularly those under Title III. In 1976, 75 percent of the participants in these programs were Hispanics, 22 percent were Asians, and the remainder represented six additional groups. Four projects provided support services in the native language of the participants, and over half provided some skill training or instruction in the native language. All but two of the projects provided English language instruction.

The Job Corps also trains significant numbers of Spanish-speaking young adults in twelve centers, seven of which are formally designated bilingual. The bilingual centers offer English as a Second Language (ESL) and activities in the participants' native language.

Bray (1974) provides an analysis of the effects of CETA programs on the Spanish-speaking population. He addresses both the training and the effects of participation in training. He cautions against possible future failure of CETA programs if the special nature of the population is not taken into account. Olympus Research Corporation (1973) surveyed staffs in a number of manpower programs serving linguistic and cultural minority groups. The study showed that linguistic and cultural problems do not pose significant obstacles to providing training, but such factors must be taken into account in considering needs of participants. In "The Comprehensive Employment and Training Act of 1973 and the Spanish Speaking" de los Santos (1974) surveyed the contributions of participants of the Symposium for Bilingual-Bicultural Manpower Development held in March 1974. The author recommended development of a K-16 career education model for the Spanish speaking, provision of more opportunities for Spanish speaking instructors to staff programs which serve them, and the development of bilingual materials for young people and adults.

Title VII, Elementary and Secondary Education Act (ESEA)

Title VII provides funds primarily for academic programs at the elementary, secondary, and college levels. One special bilingual vocational education program funded under Title VII is located at Greater Lowell Regional Vocational School in northeastern Massachusetts. The program provides an administrative framework, support personnel, and materials to facilitate the admission and training of Spanish-speaking students from the area. Support is offered both to the students and the school itself in providing services to these new populations.

Local Programs

Many schools and programs across the country have provided special bilingual vocational activities for students with limited English-speaking ability. Some programs are the result of efforts on the part of parents and community groups. Comprehensive schools with open admissions, particularly urban schools with larger populations of students whose native language is other than English, appear more likely to sponsor programs for these groups. Some private vocational schools and some colleges have organized bilingual vocational activities to attract new students who pay tuition either themselves or with outside assistance, often on the part of the federal government.

The funding sources, educational approaches, vocational areas, and language groups make unified planning and policy activities difficult. As the field of bilingual vocational education develops, there should be an increase in coordinati among these programs.

The Interplay of Bilingual and Vocational Education

Some administrative concerns regarding the coordination of bilingual and vocational administrative procedures are important to note. The details of such coordination are being addressed at the federal and state levels as issues arise. There are, however, some general areas of concern.

Often, vocational educators and bilingual educators take different approaches to education in languages other than English. Bilingual education laws and guidelines often represent a compromise between groups with different approaches. Many bilingual educators feel the need for bilingual education for students whose native language is not English, regardless of whether those students are deficient in English. Their rationale for bilingual education is often based on goals of language maintenance and the

ideals of cultural pluralism and linguistic egalitarianism. Though all serious approaches to bilingual education include instruction in English, this approach tends to focus more on activities in the native language.

Others who are not bilingual educators may regard bilingual education as a remedial approach designed to help students who are handicapped by a lack of English language ability. Those who hold this point of view support instruction in the native language to encourage students to learn English and thereby enter the mainstream. In the case of short-term job training, the rationale for instruction in the native language may be the priority of rapid skill development as opposed to longer-term language acquisition. The effect of this interplay between two different philosophical approaches to bilingual education can be seen in the laws and regulations as well as in bilingual vocational programs. Much bilingual legislation is clearly transitional, a compromise between maintaining language and encouraging students to enter the regular educational system..

Bilingual vocational education programs range from primarily instruction in English as a Second Language (ESL) to extensive training in a language other than English. Issues of how much emphasis to place on the learning of English and how much instruction to provide in the "other" language are among the most controversial in bilingual education. As yet, there is no official language policy on the national level (Fishman, 1978).

The second issue involves administrative structure. Although the Office of Bilingual Education (Title VII) in the U.S. Office of Education is theoretically responsible for coordinating all bilingual programs, vocational activities are quite naturally administered under their own auspices, including those for students with limited English-speaking ability. National Office of Bilingual Education Director Josue Gonzales points out the problem from his perspective:

> Vocational bilingual programs do not come under the Title VII Office (Vocational Part J). They are presently administered through Adult Education programs. This issue of bilingual funds coming out of several different offices has been the subject of much discussion. The new legislation strongly suggests coordination of all bilingual activities. THIS COORDINATION WOULD COME UNDER THE TITLE VII OFFICE. How to bring it about, however, is quite another matter. Bilingual programs are spread throughout the bureaucracy.
>
> Dr. Gonzalez explained that there are probably anywhere from six to twenty programs involved with bilingual

education: ESEA, ACYF (which isn't even in OE), Part J Vocational, Library Construction Act, Lau (Office for Civil Rights), etc. (NABE, p. 5)

This issue parallels situations in the many states which have separate offices for the administration of bilingual education and vocational education.

Separate administrative offices create some practical problems on the local level in the application of bilingual laws and guidelines to vocational education settings. Some vocational programs are implemented through distinct school districts. This sometimes makes it difficult to coordinate these activities with local bilingual programs. Often vocational programs have their own reimbursement procedures which may not be coordinated with those of bilingual education. Under such circumstances, it may be difficult for vocational programs to obtain benefits due them for implementing these special programs. Where bilingual classes are mandated for a specific minimum number of limited-English-speaking students, a special class is generally organized through an academic program. Administrators of vocational programs may feel pressure either to place all limited English speakers in a single vocational area or set up parallel programs for small numbers of students in each vocational area. Some of these issues are being addressed as programs begin. Others cannot be resolved until there is better coordination at higher levels. Developing coordinative relationships between bilingual and vocational education administration is one of the challenges of the future.

BILINGUAL VOCATIONAL INSTRUCTOR TRAINING

The Role of the Bilingual Vocational Instructor

What is a bilingual vocational instructor? Opinions differ on the roles and responsibilities of bilingual vocational instructors. Kirschner Associates, under a contract from the U.S. Office of Education, is presently developing a set of proposed necessary competencies for bilingual vocational instructors and bilingual vocational ESL instructors and methods of evaluating them. In Massachusetts a recommendation was recently passed by the Board of Education (1979) which will define the bilingual vocational instructor role for purposes of approval/certification. Whether competencies are considered for training or certification, it seems clear that a bilingual vocational instructor should possess qualities and abilities which involve (1) knowledge of a language other than English and corresponding cultural sensitivity; (2) skill in the vocational area to be taught; and (3) the capacity to teach. In other words, the role of the

bilingual vocational instructor involves components which relate to being bilingual, vocational, and an instructor.

The Bilingual Aspect

Bilingual refers to the capacity of the instructor to function in a situation which involves a language or languages other than English. It suggests that the instructor is fluent both in English and another potential language of instruction. When it is used in the context of certification, the term may also refer to some certifiable skill or sensitivity in the cultural area (related to the language other than English) and/or some special knowledge of bilingual education. The term is sometimes used to indicate only that an individual can function professionally in a language other than English in an English language setting, even if that person is not fully bilingual, that is, totally fluent in both languages. In the context of vocational education, it would generally imply that the individual has the language skills necessary to function in an American vocational education setting with students who need to receive training in a language other than English.

There are no generally accepted national standards for defining bilinguality for educational purposes. Each state involved in bilingual education has criteria and a procedure for certifying the bilingual capacity of its educational personnel. Generally it is an add-on certification, that is, an additional component added on to another certification, such as math, history, or elementary education. It generally is based on some evaluation of language ability and, quite often, sensitivity to culture.

Since vocational education programs are administered apart from bilingual education on both the federal and state levels, including instructor training programs, there is more leeway in setting standards for bilinguality. Nationally, there is no official mechanism for evaluating bilingual abilities of a potential instructor and deciding what other abilities he/she must possess. The definition of bilinguality has often been a function of the situation at hand; bilingual vocational instructors across the country may have bilingual abilities which vary greatly.

The Vocational Aspect

Vocational refers to the individual's skill in his/her professional area. Individual states have guidelines for the evaluation of those skills generally involving certifiable work experience and/or some type of written and/or practical proficiency examination. Most states require credentialing through this

process for vocational personnel working in programs funded under their auspices.

In some cases it has been difficult for persons from linguistic minority groups to have their skills certified in this way. Problems involved in lack of information and awareness and difficulties in documenting experience have compounded those of language in the approval/certification process for vocational instructors from linguistic minority groups (Hurwitz, 1977). This reality has prompted several responses. Some of these responses involve recruitment efforts and support in gathering the necessary paperwork and meeting state requirements. Sometimes other alternatives can be found. If, for example, programs are funded through other than state sources, as in categorical federal funding, instructor certification requirements may be less stringent.

Some indication of vocational proficiency is implied by the bilingual vocational instructor role, and programs use various criteria for evaluating that skill. Again, vocational proficiency will vary a great deal, due to variations in standards among the different states and variations among programs which do not function under state auspices.

The Instructional Aspect

Instructor refers to the individual's capacity to teach. Once again, this may be formally defined to varying degrees. A requirement for the high school diploma or higher education is most related to this aspect of the role of bilingual vocational instructor. Some teacher training is generally required. In many states, vocational instructors may begin teaching with no formal teacher preparation. Most states do have guidelines for establishing an individual's credentials as an instructor once he/she has demonstrated his/her proficiency in the vocational area. This generally involves the completion of teacher training courses. Often a college degree is not required. In many states, less than a year of college level teacher training is necessary for full approval as a vocational instructor.

The instructor portion of the role describes the ability to transmit vocational expertise in a teaching situation. It is related to the bilingual aspect as well, in that the instructor should be able to transfer his/her expertise in a bilingual context. This may imply special bilingual instructional skills in addition to the basic bilingual qualities of the individual. Whether in conjunction with or apart from state standards, the instructional aspect of the role is a most significant component. Bilingual vocational instructor training programs have paid significant attention to developing the instructional skills of

trainees. This is the area where such programs have potential for their greatest contribution to vocational education.

To train more bilingual vocational instructors, it is necessary to prepare individuals to possess the three qualities previously described: bilinguality, vocational skill, and the ability to teach it. Programs have generally attempted to begin with individuals who possess some of the necessary competencies and build the abilities which are lacking.

Some Significant Efforts in Bilingual Vocational Instructor Training

The eight projects discussed here represent a variety of goals, approaches, and funding sources. Many of the issues examined in the previous and following sections are reflected in these projects and their various approaches.

Fitchburg State Bilingual Vocational Teacher Training Program

The Fitchburg State Bilingual Vocational Teacher Training Program in Boston identifies and trains vocational practitioners who speak a language besides English to become vocational instructors in Massachusetts. The program is also assisting training and credentialing institutions to develop procedures for long range development of bilingual vocational instructional personnel. It has been in operation since 1977. During the first year, twenty-five Spanish-speaking vocational practitioners from a wide range of vocational areas were recruited and trained as instructors. During the second year, twenty-five Spanish-speaking and twenty-five Portuguese-speaking individuals were included in the program. Expansion is planned to include individuals from a number of language groups. Some training is also planned for vocational instructors in regular vocational programs who possess skills in a language other than English. The program is funded by the Massachusetts Department of Education, Division of Occupational Education.

This program coordinates closely with the Massachusetts vocational education system. Individuals are recruited who can meet state requirements with the help of the program. A functional level of English is required; trainees will eventually be expected to meet bilingual certification criteria in English and their other language. A major goal of the program includes facilitating the entrance of these individuals and bilingual vocational programs into the state system of secondary vocational education and manpower training, and working to open that system to linguistic minority groups. In line with this goal the

program has worked with the state department of education to develop a new bilingual vocational approval (certification) procedure. A booklet entitled Building Bridges--Increasing Access to Vocational Education Through the Preparation of Bilingual Vocational Instructors (Hurwitz and Delgado, 1978) describes the program and related issues in detail.

China Institute Bilingual Vocational Chef Instructor Training Program

The Bilingual Vocational Chef Instructor Training Program trains instructors for the bilingual vocational chef training program at the China Institute in New York. Chef instructor candidates are trained in the English language and teaching skills and are provided with a background in bilingual vocational education. The China Institute has run a successful bilingual vocational chef training program since 1975.

Participants in the program must have at least one year's experience as a head or second chef and must pass a special examination designed to test cooking ability and potential teaching skills. Candidates are expected to have a strong desire to teach, wish to assist other members of their culture, and be willing to relocate. The training is divided into three eleven-week periods. At the end of the training period, the trainees receive certificates and are considered prepared to teach their own classes in a bilingual vocational chef training program.

Both the instructor and chef training projects are funded by the U.S. Office of Education under Title II Part B Subpart 3.

Consortium C Bilingual Vocational Instructor Training Project

The Consortium C Region IV Bilingual Vocational Instructor Training Project provides training nationally to bilingual vocational instructors and instructors in Vocational English as a Second Language (VESL) who staff the bilingual vocational training projects funded under Title II Part B Subpart 3 (formerly Part J). The program also provides inservice training in bilingual education to instructors in vocational programs in South Texas.

Training is provided through a national workshop and visits to program sites. The training curricula consist of (1) developing curricula and materials based on essential vocational vocabulary and grammar; (2) creating strategies for the integration of bilingual vocational and ESL instruction; (3) testing students' vocational and language competencies; and (4) computer storage of data on bilingual vocational curriculum.

Illinois State University Teacher Education Program for Vocational Teachers of Bilingual Students

A special four-week workshop for native English-speaking vocational instructors was conducted at Illinois State University at Normal during the summer of 1977. Its purpose was to provide the instructors with training to help them deal with growing numbers of students whose native language is other than English. The workshop was sponsored by the Illinois Office of Education Department of Adult, Vocational, and Technical Education. The workshop is an example of an effort to train English-speaking vocational instructors in necessary skills for dealing with students whose native language is not English.

The curriculum for the workshop included: (1) basic classroom Spanish; (2) cultural sensitivity; (3) material selection and teaching strategies for bilingual vocational instruction; and (4) planning for the involvement of parents and community resources in vocational programs. The staff included experts in language, bilingual education, vocational education, and cultural awareness. A complete report on the workshop, including instructional materials, was produced (An Exemplary Teacher Education Program for Vocational Teachers of Bilingual Students, 1977).

Georgia State University Bilingual Vocational Teacher Training Program

The bilingual vocational teacher education project at Georgia State University is a multifaceted approach to preparing bilingual vocational instructional personnel. It was funded by the Georgia Department of Education and has four planned components: (1) the recruitment and training of bilingual vocational instructional assistants; (2) the recruitment and training of bilingual vocational instructors; (3) the inservice training of English-speaking vocational instructors; and (4) over the long run, the development of a center for the preparation of vocational instructors for limited or non-English speaking students.

Thus far, the project has focused on the preparation of instructional assistants (component 1). This position is equivalent to a beginning-level vocational instructor. It requires a high school diploma or equivalency and a minimum of two years experience in one of the vocational areas. These and fluency in a second language were entrance requirements for the program. The program then provided a series of workshops at the participants' future work sites. The instructional assistant role involves providing help to instructors in a number of vocational areas in their instruction of students with limited English-speaking ability. The state department of education also funded the positions for these instructional assistants in

vocational programs. The program involved Spanish, Vietnamese, Chinese, and Thai languages and a number of vocational areas.

Inservice workshops (component 3) have also been held. They provided instruction on bilingual education and issues of cultural difference to English-speaking vocational educators, including instructors, special needs coordinators, and counselors.

University of San Francisco Bilingual Vocational Instructor Training Program

The University of San Francisco Bilingual Vocational Instructor Training Program prepares Chinese- and Spanish-speaking bilingual vocational educators. The program began in 1978. Participants are generally those working in some phase of bilingual vocational training, instruction, counseling, or Vocational English as a Second Language (VESL). Its goal is to upgrade the educational background and skills of participants in vocational education, language, and skill areas related to their job roles. It is planned that trainees begin with a bachelor's degree and earn thirty-six graduate credits, generally meeting requirements for a master's degree. Expenses are paid under the grant, and a $30 per week stipend is provided to participants. It is funded by the Office of Education, Title II, Part B, Subpart 3.

Participants include vocational trade instructors, elementary career education specialists, adult ESL instructors, counselors, business education teachers, and others. It is expected that they will continue working during the program. Their work positions generally provide the site for their supervised practicum experience. Participants all take courses in the theory and practice of vocational education, in bilingual teaching methodology in their own professional area, and in the language according to their own specific need, that is, Cantonese, Spanish, or ESL. There is no direct linkage with state certification procedures, although a number of participants are vocationally certified and others may be assisted toward certification through their activities in the program. This is a flexible program designed to upgrade the skills and educational levels of practitioners in bilingual vocational education.

Central Connecticut State College Bilingual Vocational Instructor Training Program

The Bilingual Vocational Instructor Training Program at Central Connecticut State College prepares Spanish-speaking vocational practitioners to become vocational instructors for the regional vocational technical schools in Connecticut. Some participants have been recruited from Puerto Rico. Trainees are provided

instruction in areas relating to vocational teaching and bilingual education. Funds are provided through the Connecticut State Department of Education with whom the program is coordinated for the purposes of certification and placement of trainees. All trainees are expected to be placed as instructors in Connecticut schools.

The program, which began in the summer of 1979, is designed to prepare participants in a variety of vocational areas. The educational program consists of state-approved courses in vocational and bilingual education which lead to college credit and certification. Courses include bilingual interpersonal and multicultural communication skills, analysis and teaching of vocational-technical education I and II (bilingual), bilingual vocational education I and II (new courses), evaluation, and curriculum construction in vocational education.

"Be Vital," The Emily Griffith Opportunity School Bilingual Vocational Program

The Emily Griffith Opportunity School in Denver, Colorado is beginning a special training program called "Be Vital" to recruit and prepare bilingual vocational instructional aides. The trainees are from a variety of vocational backgrounds. They speak "functional" Cambodian, Lao, and Vietnamese and "measurable" English. The program will prepare them to assist in the vocational training of limited-English-speaking adult students of the same language groups in their vocational area. The Emily Griffith Opportunity School has been conducting classes in a range of vocational areas for approximately 175 trainees from these language groups. Most trainees are recently arrived members of a growing refugee community. The preparation and utilization of these instructional aides is being closely coordinated with the on-going vocational training program. The program is funded by the U.S. Office of Education, Bureau of Occupational and Adult Education.

Trainees must possess a "measureable job skill" in one of the vocational areas taught in the program, in addition to their language abilities. They must also demonstrate personal qualities which appear to make them good candidates for helping others to learn a skill and high interest in working as a bilingual vocational instructional aide. The program is intending to train approximately twenty instructional aides during the 1979-1980 school year. On completing the training program, it is expected that the trainees will begin work as bilingual vocational instructional aides in the Denver schools or in bilingual vocational liaison positions with private industry. The relationship with private industry is a special characteristic of this program.

Curriculum will consist of developing vocational language ability in English and the native language, vocational instruction and related procedures and methods, media, testing, and general educational background and policies. On-the-job training provides hands-on experience in the teaching-learning situation with vocational students supplemented by further classroom instruction. Trainees receive hourly stipends which are increased as they move into on-the-job training activities.

Issues in Program Design

The analysis of the role of the bilingual vocational instructor is the first step in considering the basic approach of a training program and its strategy in locating and preparing individuals for this role. In addition, there are questions of what specific skills and abilities the instructor must ultimately possess and how to get there. Related to these concerns is the role of state certification or approval and the way in which programs interrelate with that process. Finally, a significant issue in bilingual education is the use of language. In the case of teacher training, this relates both to the training process itself and to the ultimate teaching of the trainees.

Basic Approaches

An informal survey of available data suggests some advantages and disadvantages of each of the approaches now used to train bilingual vocational instructors.

Teaching the target language to English-speaking vocational instructors. This approach avoids all the problems with vocational skill and instructional ability, since the practicing instructors have already demonstrated these qualities. Unfortunately, learning a language to the extent necessary to be useful in this context is a lengthy process. Also, additional training would probably be necessary to insure competency in the nonlinguistic aspects of teaching students from the new group.

Teaching vocations to bilingual instructors. This has the advantage of insuring responsiveness to students from various language groups. The level of vocational expertise needed by teachers, however, requires a number of years of training and experience. For that reason, this approach has been discussed more often in the context of elementary school programs in career education and career awareness.

Teaching instructional skills to bilingual vocational practitioners. In practice, this usually involves vocational practitioners from a particular linguistic minority group, since few English-speaking vocational practitioners have had the opportunity to learn a foreign language. The main advantage to this approach is that language, cultural ability, and vocational expertise are already present. Also, in most states, completing necessary teacher training can be a short-term process making this route more practical. The main disadvantage is that only a small number of individuals from the needed groups are qualified and available to become bilingual vocational instructors.

The programs considered in the previous section provide examples of each of these approaches. The Fitchburg State, Central Connecticut State, and China Institute programs train bilingual vocational practitioners to be instructors. The University of Illinois program is aimed at English-speaking vocational instructors. The Georgia State program recruits vocational practitioners whose native language is other than English and trains them to assist regular instructors at a professional level. The Consortium C project works with staff of federal bilingual vocational training projects. The project at the University of San Francisco takes all three approaches by recruiting trainees at various levels of ability in language, instructional skills, and vocational backgrounds and working to fill gaps in knowledge or experience.

The location of a training program determines to some extent the type of approach to be taken. Some areas have a larger population of qualified linguistic minority trade practitioners than others. In other areas, there may be a great need for bilingual vocational training but few qualified persons from the same group that can be encouraged through the teacher training process. Also, the extent to which there have been barriers to minorities will affect the availability of qualified individuals. In some districts there may be persons teaching who have significant experience with one of the target languages or a related one. In such cases, building on existent language ability is a less formidable task than beginning anew, and providing practicing instructors with language instruction becomes a more viable alternative.

The type of educational program for which the instructor is being trained is important. In a career education setting, bilingual instructional personnel could be a valuable resource, provided they receive some additional training. Where more vocational skill training is involved, instructors would be required to have a stronger vocational background.

The approach used within a program may also depend on state certification requirements. Standards for vocational experience and educational background vary significantly across the country. In states where a college degree is required, training vocational practitioners to become instructors may be impractical. This is especially true where programs are funded from year to year and a degree program is generally a four year commitment. In cases where a high school diploma is required, training bilingual practitioners may be more appropriate. Future programs will quite likely employ all three approaches to varying extents, depending on the factors described here.

Competencies for Bilingual Vocational Instruction

A study to determine the most important competencies for bilingual vocational and Vocational English as a Second Language instructors is being carried out by Kirschner Associates for the U.S. Office of Education. The goal of the study has been to produce a list of bilingual vocational instructor competencies in five areas and a paper-and-pencil test to measure them. Lists of proposed competencies have been circulated to a panel of experts for review. Test items have been solicited for these competencies, and selected items are being reviewed. Through this process, some prerequisites for potential bilingual vocational instructors have been identified. These prerequisites include Foreign Service Institute (FSI) level 4 in English, level 3 in the native language, and three years experience in the vocational area. The list of competencies being developed includes those relating to the vocational aspects of instruction in several categories and others more specifically geared to the bilingual instructional setting.

Once the guidelines, competencies, and tests are developed, it is expected they will be used in the development of federal bilingual vocational instructor training programs and possibly other instructor training situations. Their applicability may be affected by varying state standards, methods of verifying those standards, and differing approaches to vocational instructor training around the country. When complete, the Kirschner study (Brady et al., 1979) should contribute a good deal of useful information to planning in bilingual vocational instructor training.

Competency-based teacher training has been used in both bilingual education and vocational education for disadvantaged students. Competencies for university bilingual teacher education programs are discussed in a special report by Acosta and Blanco (1978) authorized by the U.S. Office of Education. The report listed some basic assumptions behind bilingual education in the United States and the attitudes, skills, and knowledge necessary for

bilingual education instructors. Models were presented for organizing these abilities into university teacher education programs. This report was the result of the interaction of a task force of bilingual teacher educators from around the country. The panel developed lists of specific competencies which would be expected to be attained by students at the undergraduate, masters, and doctoral levels.

Palmer reports on a model project for the development of bilingual education teacher competencies based on the multiple roles such teachers are expected to fill (1975). An interdisciplinary committee developed the role model. Training was based on competencies specified in the following categories: (1) working with children; (2) working with parents; (3) cultural interactions; (4) diagnosis and prescription; (5) communication skills in the native language; (6) communication in the target language; (7) subject areas; and (8) personal and professional development.

Florida State University (1976) conducted a study to determine the most important competencies for vocational educators who work with disadvantaged youth. The project was based on competency-based teacher education (CBTE) and the more general work done in competency-based training in vocational education.

For several years, the National Center for Research in Vocational Education has been in the forefront in developing performance-based teacher education (PBTE) materials for vocational education. Training is based on competencies needed for successful teaching. Modules cover a range of topics and provide for criterion-referenced assessment of each competency. The series of publications includes a monograph which provides an overview of the state of the art of performance-based teacher education and vocational education (Norton, Harrington, and Gill, 1978).

In summary, the competencies which a bilingual vocational instructor training program instills will relate to the teaching of vocational education, academic bilingual instruction, and perhaps a combination of skills specific to bilingual vocational education. The curriculum will ultimately depend on the competencies required for teachers, as the program perceives them, and the sources and past experience of the trainees.

Certification

States generally require persons teaching in programs under their sponsorship to possess that state's vocational teaching certificate. The lack of national standards in either bilingual or vocational instructor certification has contributed to the difficulty of developing national guidelines for bilingual vocational education.

Certification (or approval) requirements for vocational instructors vary from state to state with regard to both length of experience (three to eight years) and educational level (high school or college). States also differ on how vocational skill is determined, some using a practical and/or written examination as well as documentation of experience. The Office of Vocational Education Personnel Development is currently developing an overview of vocational certification/approval requirements in the different states which were to be available in the fall of 1979.

Standards for the certification of bilingual instructors, where such a procedure exists, also vary greatly. Table 8 demonstrates some of those varying standards (Development Associates, 1977, p. 22).

Within states, bilingual certification is often administered independently of vocational education, and this can make coordination more difficult. In Massachusetts, the Division of Occupational Education has coordinated efforts with the Bureau of Transitional Bilingual Bicultural Education in the Division of Curriculum and Instruction. According to the arrangements, individuals are to be approved in the vocational area through the usual procedures within the Division of Occupational Education. For bilingual candidates, the vocational proficiency examinations are to be given in English and the other language where necessary, and documentation of experience and education from other countries and in other languages is to be accepted. Candidates then are to be tested in language and culture in English and the other language under the auspices of the Bilingual Bureau and required to take a course in bilingual education for their additional bilingual designation. This process has been approved by the Massachusetts Board of Education as an official part of the Massachusetts vocational approval process.

In many states certification procedures for vocational instructors, which have existed for some time, do not reflect current needs in areas such as bilingual education. Considering bilingual vocational education as separate from standard vocational education requirements can allow for more innovative educational programs. Programs sponsored by the federal government have sometimes taken this approach. Government sponsorship of a number of bilingual vocational training programs provides positions for trained personnel which are exempt from state certification guidelines.

There are advantages to providing for state certification of trainees. Federal monies and programs are provided on an annual basis. If programs are discountinued, trained and experienced personnel may not be able to put their skills to use in more permanent state programs. Also, it is unrealistic to expect the federal government to assume the major responsibility for

TABLE 8. *States imposing special requirements for certification of teachers in bilingual education.*

State	Special Requirements		Remarks
	Competence in Second Language	Other	
California	X	X	Requires a bilingual-crosscultural certificate of proficiency and/or other credentials in bilingual education
Colorado	X		Administrators must have experience in bilingual education
Delaware	X	X	Requires ESL training and knowledge of target group's culture
Hawaii	X		Administrators must be fluent in second language (Ilocano)
Illinois	X		Certification is said to be causing major problems
Louisiana	X	X	Special training plus fluency in second language is required
Maine	X		Certification in both content and language is required
Massachusetts	X		
Michigan	X		
New Jersey	X		Administrators must have an MA in bilingual education
New Mexico	X	X	Must have cultural training in the culture involved
Pennsylvania	X	X	Requires certification in content areas
Rhode Island	X		
Texas	X		

Source: Development Associates, Inc. *A Study of State Programs in Bilingual Education.* Washington, D.C.: U.S. Office of Education, 1977, p. 22. Form A, Question E5, "Does your state require special qualifications for bilingual educ n instructional personnel?"

providing vocational training for members of linguistic minority groups. Under any circumstances, most training will be provided in state-supervised institutions, and individuals with vocational and bilingual qualifications must be available to teach in these programs. Finally, many of the guidelines for vocational certification may be as necessary to insure adequate vocational training for bilingual programs as they are for insuring adequate standard vocational instruction. Some vocational and bilingual educators are concerned about the possible development of different standards for regular and bilingual instructors. There is a need for dialogue among experienced vocational educators and those familiar with the demands of these situations to determine effective approaches in this new area.

Career Objectives

Bilingual programs prepare instructional personnel for a number of roles. Decisions regarding these roles must take many factors into account. The most straightforward role objective is that of bilingual vocational instructor in a vocational school, special program, adult training course, community college, or any other context where bilingual vocational training or vocational training is provided. The instructor role is generally a professional one with salaries comparable to, and in many cases superior to, academic teaching levels. These salaries are often lower than those which the vocational practitioner can earn in industry, even considering the shorter school schedule, and this poses a constant problem to the recruitment of qualified personnel. Many vocational programs have policies which enable them to offer competitive salaries, making the recruitment of personnel from industry more feasible.

A bilingual vocational instructor with experience in several trade areas is invaluable. In some cases, the decision is made to hire an individual with more general training who can assist in a number of vocational areas, rather than one who can instruct fully in only one. In addition to being familiar with vocational instruction, these individuals must be capable of providing support services. They are often called bilingual vocational coordinators or counselors. They are included here because they usually have an important function in the instructional process and so may be trained by an instructor training program.

Some programs opt to use English-speaking instructors and employ bilingual aides in classes and shops. The principal advantage to this approach is the possibility of providing some bilingual experience in the largest number of classes on a limited budget. Arguments against this practice involve the quality of instruction a student receives in this manner and the role model effect on the career expectations of the student who sees primarily

aides rather than instructors from his/her own group. This approach will, however, be most effective in responding to situations in many parts of the country, especially where only a high school level education is required.

Language Skill

The issue of language skills and levels is fundamental to the design and implementation of programs and the preparation of instructional personnel. Program implementation is based on consideration of how much English a student needs to know to enter a program. Programs must have the capacity to evaluate students whose native language is not English and to provide bilingual services.

The most significant issue related to language skills involves the implementation of training itself. Salazar and Christiansen (1976) have developed a model which suggests the introduction of material in Spanish, the development of concepts in English, and a gradual increase in the use of English. Rios and Hansen (1978), in discussing the use of Spanish in the schools, conclude that either English or Spanish can be used in the early grades to promote the socialization process, and that both English and Spanish should be employed in the intermediate school years.

Considerable discussion also centers around the issue of the degree of skill required in English upon completion of a bilingual vocational education program. Vocational English as a Second Language (VESL) is an important feature of most bilingual vocational programs in this country. Some programs emphasize the development of general English language skills. Others concentrate on those language skills which are most related to a particular job objective. Emphasis on the latter has given rise to vocational language analysis to determine systematically the minimum English levels--vocabulary and syntax--necessary for various work situations. Since vocational education is generally work related, the concern about language level is important to the success of programs. It is important to distinguish between the language skills needed on the job and the skills required in a school or training situation.

Concern over the language levels of students is related to the issue of the language skills of potential bilingual vocational instructors. As discussed, requirements vary from state to state. The Kirschner study determined a set of language level prerequisites based on a mean of the levels suggested by project reviewers. Requirements for certain levels of language skill on the part of bilingual vocational instructors have important educational and political implications.

Bilingual vocational instructor training programs must deal with the language readiness of their trainees to enable them to function as instructors. The programs must also be ready to deal with the language needs of those trainees. Aside from possible issues related to certification, program administrators need to consider language skill requirements of potential instructional positions. Some positions may require instructors to deal with native English-speaking students. Others may involve classes in the target language but require dealing with administrators or other staff in English. Still others could be under the auspices of an agency or program which functions principally in the target language. This is most likely in the case of Spanish.

Some instructor training programs help trainees find positions, and the language versatility of the trainees will influence the range of programs they could serve and thus their employability. Other programs which are training staff for specific bilingual vocational programs will need to respond to the language needs of the specific situations.

The choice of which language to use in which aspects of instructor training is another important issue. Some teacher training programs provide some or all course instruction in the target language. Most provide at least some counseling in that language, depending on the availability of teacher training staff in the target language as well as program approaches. Even in languages like Spanish, it is often difficult to find qualified bilingual instructors. At this point, programs in bilingual vocational teacher training have been conducted in Spanish or Chinese. To date, little information has been available on successful program characteristics. This information is needed in order for program administrators to deal appropriately with the issues identified above.

CONCLUSIONS

Bilingual vocational instructor training is a new educational area like bilingual vocational education. Both fields are experiencing the difficulties and the challenges of these early stages of development. Precedents and scholarly research on which to base decisions are noticeably absent. Political issues also have not been resolved. All of this leads to a situation in which ambiguity and frustration challenge creativity and determination on a day-to-day basis.

Nevertheless, progress is being made. Many non-English speakers have benefited from bilingual education. Increasingly, bilingual vocational programs are being developed in a variety of contexts and through a number of sources of support. Significant efforts

are being made to identify and prepare bilingual vocational instructors.

In the future, increased communication will promote consensus on concepts and terminology. Research results will contribute some guidance to the decisions which are being made on the issues identified here. Issues regarding the use of language, organizational jurisdictions, and teaching positions, among others, will gradually be resolved. Increased coordination among the various offices administering the wide range of laws and regulations will eventually become a reality. Policies will be developed which reflect this high level of awareness and coordination. Sufficient resources will be available, and those whose native language is other than English will receive the training necessary to help them participate more fully in the nation's work force. In the meanwhile, many individuals anxiously await these developments.

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